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and the whole state, and that the people have an inherent right to change their form of government at will. He argues, furthermore, that the convention is the agency used by the sovereign people for this purpose and that such changes of government may be accomplished (1) by some authorized procedure, (2) by a lawful act of the whole people in their sovereign capacity, or (3) by a spontaneous popular movement either backed up by force or ratified by general acquiescence in the result.

The author gives special attention to the many questions so frequently arising with reference to the respective jurisdictions of convention and legislature. Against the opinion of Judge Jameson who preferred a dominant legislature to a "sovereign convention," the author argues that the convention is a legislative body of a higher order than the legislature and should be considered as a fourth department of government, coördinate, and hence not subject in matters of importance to the control of the legislature. Mr. Hoar, however, is no advocate of "convention sovereignty," since the convention is to be considered as the agent of the sovereign people, and therefore has delegated not inherent powers.

It is obvious that the present Massachusetts Convention is uppermost in the author's mind and that in writing this work he was seeking to anticipate troublesome questions by outlining in advance the theory and practice of other states. In doing so, he has worked out an excellent study of the constitutional convention, bringing together in compact form a wealth of information bearing on this most important subject. A few inaccuracies may be noted here and there but none are of any special consequence. One might query whether the author is fully familiar with the eighteenth century theories of social contract, or why he thought it necessary to base his argument on the ancient doctrine of popular sovereignty, but these questions are immaterial in that they do not seriously modify the author's conclusions.

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*Railway Nationalisation and the Average Citizen.* By WILLIAM H. MOORE. (New York: E. P. Dutton and Company. 1917. Pp. x, 181.)

Mr. Moore's discussion of railway nationalization deals almost wholly with the Canadian situation. It is written frankly from the standpoint of one of the three great Canadian railway systems, the

Canadian Northern. Since the book was published, the fate it was written to avert, government ownership, has befallen it (or befallen Canada). Yet the book is of general and of lasting interest. The writer's training as a fellow in political science and his twenty years' experience in the active and inside management of a transcontinental railway have given him unusual qualifications for his task. His style is direct and forceful, and the shrewd practical argument carries a wide measure of conviction.

Mr. Moore begins by puncturing some of the pretentious generalizations which are the stock-in-trade of many advocates of government ownership. Then in rapid review he shows how the parallel between highways and railways does not hold, recites the failure of the government telephone experiment in Manitoba, blames state socialism for Australia's stagnation, and compares Canadian private roads with state railways abroad as to service, progressiveness, rates and wages, all to the advantage of the former. The possibility that private ownership under government regulation will result in more freedom and more competition than unchecked public ownership and operation is illustrated by reference to the policy of "the dictator of our Ontario state-monopoly," the Hydro-Electric Commission. Passing to the Canadian situation, Mr. Moore makes clear how vitally the development of the West and the building of railways were bound up together, compares the assistance given the new railways with that given the Canadian Pacific, and insists that recent financial difficulties were due to the war and the cutting-off of English capital. He deals briefly with the criticism that Canada has overbuilt, insisting that at most it merely anticipated traffic a little, and that it secured its roads at cheap pre-war rates for capital.

Mr. Moore fails to deal with the fundamental weakness of C. N. R. financing, namely, the reliance placed upon bond issues to the exclusion of share capital. He is equally reticent about the criticism of undue political influence exerted by the promoters of the road in federal and provincial capitals, though it was resentment of this phase of the situation which was mainly responsible for the public unwillingness to continue further the policy of subsidy and guarantee, and which led to the action of the government last summer in deciding to take over the whole system. On the points which he does select for discussion, however, the argument is keen and incisive, and, in large measure, conclusive.

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